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SUBJECT: Vienna Adopts International Roadmap for Fighting Drugs

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Summary  
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¶1. (U) The high-level segment of United Nations Commission on Narcotics Drugs (CND) met March 11 and 12 in Vienna to conclude the review of the commitments emanating from the 1998 UNGA Special Session (UNGASS) on international drug control. The Commission adopted a Political Declaration and Action Plan on five broad themes: demand reduction, supply reduction, chemical control and amphetamine-type stimulants (ATS), money laundering and judicial cooperation and eradication of illicit drug crops and alternative development programs. This was the result of a year-long process of intragovernmental meetings and working groups under the able leadership of CND chair Namibia. Immediately after the adoption of the consensus documents, Germany made a statement on behalf of 26 other "like-minded" countries to try and reinterpret the term "related support services" as "harm reduction." This was opposed by a number of countries including Colombia, Japan, Cuba, and Russia. The U.S. took the high ground emphasizing the extensive cooperation on drug control and underscoring that the documents say what they mean. The high-level meeting also included a series of statements by Member States and four round table meetings that will be summarized in the final CND report. Overall, the High Level Segment advanced our goal of projecting renewed American leadership in a multilateral forum. End Summary

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High Level Participants  
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¶2. (U) Member States, many of whom were represented by cabinet/minister-level officials from the health and/or justice ministries, focused their statements on changes over the decade and best practices. Bolivia was represented by president Evo Morales who called on the UN to "correct" the mistake of listing coca leaf as a controlled substance in the 1961 UN Single convention on narcotic drugs. He accompanied this statement by chewing a coca leaf that he had brought for this purpose. The Queen of Sweden attended the meetings to showcase the demand reduction work of a non-governmental organization, the Mentor Foundation funded by the World Health Organization (WHO).

¶3. (U) The U.S. Statement was delivered by interim Director of ONDCP Edward Jurith. It highlighted President Obama's strong commitment to a balanced approach to drug policy with a renewed emphasis on demand reduction. This renewed approach includes a policy shift endorsing needle and syringe exchange programs as a part of a comprehensive approach to prevent the spread of HIV/AIDs among intravenous drug users. His statement also highlighted scaling up the integration of substance abuse services including screening, early identification, intervention and treatment within health care systems, as well as alternatives to incarceration such as drug treatment courts and the use of anti-drug media messages was also highlighted. The statement can be found at <http://viennausmission.gov>.

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Broad support for the UN Conventions  
and the 1998 UNGASS commitments  
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14. (U) Chaired by the Deputy Prime Minister from Namibia, the high-level segment of the CND reviewed successes, limitations and challenges, and "the way forward" in implementing the 1998 UNGASS commitments in both demand reduction and supply reduction. While almost every delegation reaffirmed the three UN drug control conventions and the continuing relevance of the 1998 UNGASS commitments, there was a wide-range of views of how successfully Member States had implemented these commitments, or how much progress has been made against the drug trade. The Czech Republic, on behalf of the European Union, expressed three themes which were repeated in many, but not all, of the statements by EU members: (1) member states were not able to make much progress toward achieving the 1998 goals because the action plan was too ambitious and lacked a balanced approach, focusing more on supply reduction than on demand reduction; (2) effective demand reduction policies should include, along with treatment and care, "harm reduction" practices; and (3) there is a need for more research data to clearly understand the current drug problem, and to use that data to build evidence-based policies with more realistic goals. Venezuela, Australia, New Zealand, Switzerland all noted concern that there was little progress in reducing demand or supply.

15. (U) In sharp contrast, the U.S., Colombia, Peru, Thailand, Russia, Laos, Vietnam, Iran, Kyrgyzstan, Mexico, Sweden, Japan, China, Ghana, Nigeria Pakistan, and others indicated there was substantial progress over the past decade. The USDEL and others stressed that implementing the conventions is critical to such progress. UNODC

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Director Costa in his speech pointed out that while there has been progress, it is difficult to demonstrate prevention. He delivered a firm rebuttal of calls for legalization.

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Coca yes, cocaine no  
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16. (U) Bolivian President Evo Morales, with a theatrical gesture of chewing a coca leaf, made a rambling plea to "correct an error" in the 1961 Single Convention that called for the elimination of coca leaf chewing twenty-five years after entry into force of the Convention. (Note: this provision applied only to countries which reserved the right to temporarily permit coca leaf chewing. Since Bolivia made no such reservation when it ratified the 1961 Convention, it was obliged to comply. End Note.) President Morales highlighted that coca is not cocaine and that the coca leaf has a long history of cultural use in Bolivia and Peru. He further noted the need to find greater commercial uses for the coca leaf and thanked the EU for their financial support to the Andean region and to develop market uses of the coca leaf.

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Broad support for Greater Demand  
Reduction; no consensus "harm reduction"  
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17. (U) A key theme that emerged over the two-day meeting was the need for a broader and more comprehensive view of demand reduction issues—a sharp contrast from a decade ago when the debate focused on finding agreement on the divisive issues of producers and consumers of illicit drugs. And, while the documents from the meeting were later adopted by consensus, it was clear from national statements that there was no consensus on demand reduction policy. The term "harm reduction" was a lightening rod for divisiveness throughout this meeting, as it had been throughout the year-long negotiations. The EU statement made by the Czech Presidency highlighted the need for greater emphasis on demand reduction programs that included "harm reduction." However, there was no agreement within the EU on the meaning of the term. The U.K. Member of Parliament and Undersecretary Alan Campbell sought to define the term as the provision of clean needles to injecting drug users. The Netherlands

indicated that injecting rooms and more lenient terms for drug users should be included in national policies. Switzerland indicated that crime and violence had been taken off the streets with its heroin distribution program. Similarly the delegates from Germany, Norway, Denmark, Portugal, Poland, Slovenia, and Spain made statements about the need to include "harm reduction" policies.

¶18. (U) In sharp contrast, the Swedish minister for Health and Social affairs encouraged Member States to have a balanced approach that would include both demand and supply programs. She underscored that demand reduction, not "harm reduction," should be the goal. She urged Member States to seek greater funds to support programs in prevention and to help drug addicts recover. Italy and the Holy See also made strong interventions calling for more support for demand reduction and for assisting chronic drug users, but rejecting the term "harm reduction."

¶19. (U) While many of the Group of Latin American (GRULAC) countries, including Brazil, Mexico, Chile, Argentina, and Venezuela, indicated support for reducing the health and social consequences to drug users, they emphasized the need for a greater focus on demand reduction in the areas of prevention and treatment. Against this backdrop, Colombia soundly rejected any use of the term "harm reduction" and sought to focus the meeting back on the need to develop sound policies to target drug use and help addicts recover.

¶10. (U) Meanwhile, a number of countries that spoke in favor of a greater emphasis on demand reduction strongly opposed any references to the term of "harm reduction," noting that there was no consensus on the definition. Russia strongly opposed it, as did Japan. Many African countries spoke out about the need for all nations to implement the three drug conventions and opposed any references to this term which they noted could mean legalization. Zambia said that increasing prevalence of drug use was no argument for legalization and noted how harmful drug use is to families and communities. Zambia further implored Member States to increase controls over drugs before they controlled Member States.

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Increased Security is Crucial  
to Effective Drug Control  
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¶11. (U) Countries including France, Iran, Pakistan, and Oman indicated concerns that the drug trade can threaten security and stability of a country. Several countries, including Russia, France

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and U.K., gave statements highlighting the need for greater governance and rule of law to combat the drug trade. Against this backdrop, Viktor Ivanov, Russia's Director of Drug Control, expressed concerns that opium cultivation had doubled in the last decade, and had become concentrated in Afghanistan. He noted that current efforts in the region are not working and called for a new plan to increase cooperation against opium cultivation and trafficking in the region and to improve assessment of the extent of opium cultivation. The Russian delegate further indicated that Russia is preparing a resolution for the General Assembly on a special observer council, and called for a new approach to Afghanistan. (Note: USDEL will seek to clarify this "new approach" during the CND. End Note.) Pakistan noted that the drug trade destroyed lives, and had a tremendous impact on national and regional stability. He commented that Pakistan was able to make inroads against opium, once the government was able to get into the northwest area. The Pakistani delegate also highlighted the importance of the Triangular Initiative among Afghanistan, Iran and Pakistan.

¶12. (U) For its part, Colombia underscored the importance of rule of law to target the drug trade and to provide effective controls of drugs. He said that any efforts to legalize drug use or production would sanction the crimes of the drug trade, including murder and kidnapping. The Colombian Justice Minister indicated that eradication was a cornerstone of Colombian efforts. Peru emphasized key alternative development successes in areas that are now secure,

and where regional and local authorities are working together. Mexico stressed growing crime and highlighted increased cooperation with the United States under the Merida Initiative. Chile highlighted the links between crime and drugs.

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Transit Trade Increasing  
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¶13. (U) A number of delegates raised concerns that trafficking through their countries further undermines security. Burkino Faso said that drug trafficking posed a significant danger and that drug abuse is now rampant throughout the country. The Namibian Minister for Public Health and Security also raised concerns about the transit trade that was making inroads into his country. Kenya indicated that the illicit transit trade has made Kenya a consumer country with drug abuse and HIV/AIDS both on the rise. Iran indicated the need to develop better regional coordination to target heroin transiting the region. Pakistan reported that it is virtually opium-free, but as a transit country it faces problems controlling the flow of drugs and trade in precursor chemicals, and seeks technical assistance, including equipment.

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Better Data needed to identify  
problems and assess progress  
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¶14. (U) The U.K. indicated that to have any idea on the extent of the problem, data must be improved. This point was further echoed throughout the meeting by numerous delegates. Australia indicated the need to establish some type of process to better assess progress in the next decade. Venezuela and Argentina also noted the need for better data collection efforts.

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Greater assistance needed  
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¶15. (U) A number of countries used the high-level meeting to request additional assistance and to focus on the need to support the millennium development goals, including the elimination of poverty. Cuba commented that industrialized countries need to provide resources. Nigeria highlighted concerns about vulnerable nations and those in poverty being drawn into the drug trade. He also noted the remarkable progress that had been made over the decade, but noted that further efforts would require greater contributions from key consuming nations. Pakistan called on all Member States to increase their technical assistance. Peru noted that its Amazon region, an area three times the size of Germany, is particularly vulnerable. Illicit drug cultivation has damaged the eco-system and, because of extreme poverty in the region, farmers will return to illicit cultivation of drug crops. Ghana expressed appreciation to the U.S. and EU for their support. Thailand offered to share its best practices in alternative development.

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Political Declaration and Action Plan  
Adopted by Consensus  
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16.(SBU) Until the final moments of adoption of the documents, the

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USDEL was facing an EU push to incorporate the term "harm reduction," and allegations from NGO's and a few delegations that the U.S. was executing outdated instructions. The U.S. policy change in the last few weeks of negotiations to embrace "needle exchange" and medication assisted therapy (MAT) while eschewing the term "harm reduction," left the U.S. in the middle of a sharp debate between European countries advocating "harm reduction" and countries such as Japan, Russia, Colombia and Iran that opposed the term. The negotiations concluded March 12. The USDEL supported referencing a UN HIV/AIDS technical guide document which includes needle exchange and MAT as part of a treatment program. USDEL succeeded in excluding the term "harm reduction" in the concluding documents. In

contrast to previous years, this year's documents focus on both supply reduction (eradication, interdiction) and demand reduction and treatment services. In the past, the focus had been largely on supply reduction.

¶17. (U) Thanks largely to the new U.S. approach on needle exchange, the EU was split, with Germany, the U.K. Netherlands persistently pressing for "harm reduction," whereas Sweden, France and Italy were opposed. The parliamentary maneuvers at the negotiations' conclusion, however, shifted public focus away from the relatively positive outcome for the talks.

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But Some Euros Express Regret  
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¶18. (U) Immediately after the adoption of the documents, a group of like-minded countries, led by Germany, delivered a statement that they would interpret "related support services," a term embedded within the document, to mean "harm reduction." This set off a round of interventions from Colombia, Russia, Cuba, and Japan, among others, objecting to the German move for both parliamentary and substantive reasons. USDEL head INL Assistant Secretary David Johnson delivered a statement for the United States (text attached) which aimed at the high road, focusing on the consensus agreement and restating that the documents meant what they actually said. In this way the USDEL was able to avoid leaving Colombia--a close ally on these issues the past ten months--exposed, but avoided making this a U.S. vs. Europe issue. (Note: The German and Swiss delegates privately thanked the USDEL for this after the meeting. End Note)

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The Political Declaration  
and Action Plan  
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¶19. (U) The USDEL succeeded in ensuring that the a political declaration and 40 page action plan adopted by the high-level commission underscored strong support for the three drug control conventions and reaffirmed the 1998 commitments and projected a message of U.S. support for UN institutions. Additionally the documents highlight the need for comprehensive evidence-based demand reduction programs. They also include extensive recommendations for Member States to scale-up programs in prevention, treatment, and support services. Recommendations in supply reduction include focus on new areas such as the need for security, governance and rule of law to promote elimination of drug trafficking and illicit cultivation. Also included are key commitments to advance chemical control, target production of amphetamine-type stimulants, promote judicial cooperation, counter money laundering, and other areas in supply reduction. All the documents are available at [www.unodc.org](http://www.unodc.org)

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A/S David Johnson Statement  
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¶20. (U) "Thank you Madame Chairwoman for giving me the floor and thank you for your stewardship of these entire proceedings; it's been quite extraordinary. I think that in this discussion we have now entered into I would not want us to lose sight of the fact that working together we have just accomplished a great deal. We've adopted a document by consensus that breathes life into the treaties and extends the work that we do into the future and shows that all of us facing a global issue can work together and that we can come up with a series of ideas that will help all of us to address a scourge that we face at home and that we face abroad. And I think we need to reflect upon that as we discuss this terminology issue. Now, we've had many debates over the course of the past several weeks on this issue that has been brought to the fore by our colleague from Germany. I think we've all spoken our piece if you will and we came to an agreement on a document by consensus. And I think as others in the room have said - Colombia, Russian Federation, for example - the document means what it says and in the way we have agreed to it by consensus. Thank you Madame Chairperson."

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